

Message Text

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ACTION EUR-25

INFO OCT-01 NEA-11 IO-14 ISO-00 CIAE-00 DODE-00 PM-07 H-03

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SS-20 USIA-15 SAM-01 SAJ-01 NIC-01 SR-02 ORM-03 SCA-01

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FM AMEMBASSY MOSCOW

TO SECSTATE WASHDC 5976

INFO AMEMBASSY BUCHAREST

AMEMBASSY ROME

AMEMBASSY TEL AVIV

AMEMBASSY VIENNA

USMISSION GENEVA

USMISSION USUN NEW YORK

AMCONSUL LENINGRAD

C O N F I D E N T I A L SECTION 1 OF 2 MOSCOW 1824

ROME FOR EMBASSY AND INS

E.O. 11652: N/A

TAGS: CVIS UR US IS PFOR PINT SREF

SUBJ: SOVIET JEWISH EMIGRATION TO ISRAEL AND US

REF: MOSCOW 1704

1. BEGIN SUMMARY: FOLLOWING INFORMATION AND COMMENTARY ON JEWISH EMIGRATION SUPPLEMENTS THAT PROVIDED REFTEL. INFORMATION BELOW BASED LARGELY ON DISCUSSIONS WITH SEVERAL JEWISH EMIGRANTS TO US, WHOSE NUMBERS HAVE INCREASED DRAMATICALLY (MOSCOW 262). THESE EMIGRANTS REPORT THAT : A) JEWISH EXIT VISA APPLICATIONS HAVE INCREASED CONSIDERABLY SINCE OCTOBER WAR IN MIDEAST; B) NUMBER OF HIGHLY EDUCATED URBAN JEWS SEEKING DEPART ALSO UP; C) EXIT VISA REFUSAL RUNNING ABOUT FIVE TO SIX PERCENT IN APPLICATIONS TO ISRAEL, BUT CONSIDERABLY
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HIGHER IN US FAMILY REUNIFICATION CASES; D) SOME PROMINENT

APPLICANTS VIEW THEMSELVES AS BEING HELD IN USSR AS "HOS-
TAGES FOR TRADEOFF WITH US"; AND, E) JEWISH EMIGRATION TO
ISRAEL FROM LATVIA REPORTEDLY PROCEEDING AT RECORD RATE,
ALTHOUGH EXIT PERMISSION STILL BEING DENIED LATVIAN JEWS
APPLYING EMIGRATE TO US. END SUMMARY.

2. INCREASE IN EXIT APPLICATIONS: THE RELATIVELY LOW EMI-
GRATION STATISTICS IN JANUARY NOTWITHSTANDING (REFTEL), JEWISH
EMIGRANTS TO US FROM SEVERAL AREAS USSR HAVE INFORMED EMBASSY THAT
PACE OF SOVIET JEWISH EMIGRATION IS INCREASING. THIS IMPRESSION
PARTICULARLY STRONG IN CONVERSATIONS WITH EMIGRANTS FROM MOLDAVIAN
SSR, BORDER AREAS OF UKRAINIAN SSR, AND CITY OF ODESSA. VIRTUALLY
ALL EMIGRANTS ALSO REPORTED DRAMATIC INCREASE IN NUMBER OF
JEWISH EXIT VISA APPLICATIONS TO BOTH ISRAEL AND US, WHICH THEY
ATTRIBUTED TO "LESSENING OF FEAR" RESULTING FROM FACT SOVIET
AUTHORITIES MAINTAINED HIGH RATE OF EMIGRATION EVEN DURING
OCTOBER WAR IN MIDEAST. (SEVERAL EMIGRANTS REPORTED EARLIER
THAT PACE HAD ACTUALLY BEEN STEPPED UP IN THEIR AREAS DURING
WAR, MOSCOW 13002.) EMIGRANTS STATED THAT RATE OF APPLICATIONS
HAS ALSO INCREASED SIGNIFICANTLY IN MOSCOW AND LENINGRAD, BOTH
OF WHICH HAVE LARGE AND GENERALLY HIGHLY EDUCATED JEWISH
POPULATIONS, ALTHOUGH STATISTICS ON EMIGRATION FLOW DO NOT YET
REFLECT ANY INCREASE FROM THESE CITIES.

3. MOTIVATIONS IN APPLYING: EMIGRANTS HAVE REPORTED THAT
NEW SURGE OF EXIT VISA APPLICATIONS INCLUDES LARGE NUMBER
HIGHLY EDUCATED URBAN JEWS WHO CONSIDER THEMSELVES LARGELY
RUSSIFIED IN CULTURE AND MANY OF WHOM ARE WELL-PLACED. WHEN
CONSUL ASKED WHAT MOTIVATED THEM TO TAKE RISK OF APPLYING
FOR EXIT VISA, WHICH COULD RESULT IN EXTENDED PERIOD OF LIMBO
IF PERMISSION DENIED, THE REPLY OF A 28-YEAR-OLD LASER
SPECIALIST WAS PERHAPS MOST ILLUSTRATIVE. HE COMMENTED TO
EFFECT: "I AM WELL-PLACED NOW, BUT I CAN NEVER MOVE UP OR
EVEN LATERALLY AS SUCH INSTITUTES NOW REGARD EACH JEW AS
POTENTIAL EMIGRANT." EMIGRANTS FROM SEVERAL AREAS HAVE ALSO
REPORTED THAT JEWISH TEENAGERS NOW FACE SERIOUS PROBLEMS IN
GAINING ADMITTANCE TO INSTITUTIONS OF HIGHER EDUCATION, A FACTOR
WHICH PROMPTS THEIR PARENTS TO SEEK TO DEPART BEFORE CHILDREN
REACH UNIVERSITY AGE.

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4. EXIT REFUSALS: EMIGRANTS HAVE REPORTED THAT JEWISH
ACTIVISTS ATTEMPTING MAINTAIN STATISTICS ON OVERALL EMIGRATION
SITUATION ESTIMATE THAT EXIT PERMISSION NOW BEING REFUSED IN
FIVE TO SIX PERCENT OF APPLICATIONS TO ISRAEL, WITH SIGNIFI-
CANTLY HIGHER REFUSAL RATE IN US CASES. CERTAIN NUMBER
APPLICANTS HAVE HAD REFUSALS REVERSED THROUGH OVIR APPEAL
PROCEDURES. ALTHOUGH ONE EMIGRANT ESTIMATED THAT THERE ARE
PRESENTLY "UNDER ONE THOUSAND" INDIVIDUAL OR FAMILY

UNITS HELD USSR AGAINST THEIR WILL DUE TO REFUSAL THEIR EXIT APPLICATIONS, EITHER RATE OF EMIGRATION OR NUMBER OF CASES IN SUCH STATE OF LIMBO IS LIKELY TO INCREASE IN VIEW OF REPORTED INCREASE IN NUMBER OF JEWS SEEKING DEPART.

5. PROMINENT CASES - "HOSTAGES": A WELL-KNOWN JEWISH ACTIVIST WITH POSSIBLE CLAIM TO US CITIZENSHIP (MOSCOW 54) WHOSE APPLICATION FOR EXIT PERMISSION TO ISRAEL HAS BEEN PENDING OVER TWO YEARS EXPRESSED VIEW TO CONSOFF THAT HE AND OTHER PROMINENT APPLICANTS ARE BEING HELD IN USSR AS "HOSTAGES FOR POSSIBLE TRADE-OFF WITH US." ASKED TO EXPLAIN, HE STATED THAT SOVIET AUTHORITIES RELEASE SUCH CASES PERIODICALLY IN EFFORT TO INFLUENCE USG OR CONGRESSIONAL ACTION VIEWED HERE AS CRUCIAL TO SOVIET INTERESTS. HE CITED AS EXAMPLES THE SURGE IN EMIGRATION OF HIGHLY EDUCATED JEWS IN NOVEMBER 1972 (WITH WAIVERS OF FORMER EDUCATION TAX) TIMED TO US PRESIDENTIAL ELECTION AND THE RELEASE OF SEVERAL PROMINENT CASES IN LATE 1973. HE DESCRIBED LATTER MOVE AS TIMED TO HOUSE CONSIDERATION OF TRADE BILL, AND HE CITED KIRIL HENKIN, BORIS AINBINDER AND ANATOLIY GOLDFARB AS AMONG PROMINENT ACTIVISTS RELEASED THEN, HE ANTICIPATED THAT NEXT SUCH "HOSTAGE RELEASE" WILL BE IN CONJUNCTION WITH SENATE CONSIDERATION OF TRADE BILL. HE ALSO EXPRESSED VIEW THAT FACT THESE "HOSTAGES" ARE WELL KNOWN BOTH WITHIN AND OUTSIDE USSR IS FORM OF PROTECTION WHICH REDUCES POSSIBILITY OF PHYSICAL REPRESSION. HE STATED, FOR EXAMPLE, THAT HE HAS BEEN ASSURED THAT SAKHAROV WOULD PUBLICLY DEFEND HIM IF HE WERE ARRESTED. ALTHOUGH THIS INTENDED EMIGRANT ONCE HAD HIGH SECURITY CLEARANCE (CYBERNETICS), HE EXPRESSED VIEW THAT THIS FACTOR IS LESS IMPORTANT THAN "HOSTAGE" ASPECT.

6. JEWISH EMIGRATION FROM LATVIA: AMCONSOFF DISCUSSION WITH HIGHLY EDUCATED YOUNG JEWISH EMIGRANT FROM RIGA JAN 31
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PROVIDED SOME INSIGHT ON EFFORTS LATVIAN JEWS EMIGRATE TO ISRAEL AND US. ALTHOUGH RIGA OVIR AUTHORITIES HAVE HAD REPUTATION OF BEING ONLY SLIGHTLY LESS UNYIELDING THAN THEIR MOSCOW AND LENINGRAD COUNTERPARTS, EMIGRANT STATED THAT JEWISH EMIGRATION FROM LATVIA NOW PROCEEDING AT RECORD PACE. HE SAID HE RECEIVED EXIT PERMISSION IN ONE MONTH FROM DATE OF APPLICATION AND THAT TO HIS KNOWLEDGE GREAT MAJORITY EXIT APPLICATIONS BEING RESOLVE PROMPTLY. HE GAVE EXCEPTIONS AS THOSE WHOSE SERVICE IN SOVIET ARMED FORCES WAS LESS THAN TWO YEARS PRIOR TO EXIT APPLICATION AND THOSE WITH FORMER SECURITY CLEARANCES. EMIGRANT STATED THAT CLEARANCES CATEGORY HAS BEEN APPLIED FLEXIBLY WHERE LOCAL AUTHORITIES WILLING AND THAT HE HIMSELF PROVIOUSLY HAD INDUSTRIAL CLEARANCE IN COMPUTER TECHNOLOGY. HE SAID SOME 7,000 OF WHAT HE ESTIMATED AS POSTWAR JEWISH POPULATION OF 30,000 IN LATVIA HAVE DEPARTED USSR SINCE

1967. FACTORING IN JEWISH MIGRATION TO OTHER AREAS USSR, HE ESTIMATED SOME 20,000 JEWS REMAIN LATVIA--OVERWHELMING MAJORITY OF WHOM IN RIGA AND DAUGAVPILS. EMIGRANT ALSO EXPRESSED VIEW THAT AT LEAST HALF OF THOSE REMAINING HAVE OR WILL APPLY EMIGRATE AND THAT IT IS ABOVE ALL YOUNG JEWS WHO WISH DEPART. OF THESE, HE SAID "ALMOST ALL" WITH HIGHER EDUCATION WISH EMIGRATE TO US BUT ARE APPLYING (AS HE DID) FOR ISRAEL BECAUSE "THIS IS ONLY CHANCE." ASKED EXPLAIN INTEREST IN US, THIS EMIGRANT STATED THAT MOST OF THESE EDUCATED INTENDED EMIGRANTS HAVE FAMILY IN US AND THAT THEY CONSIDER INTELLECTUAL AND EMPLOYMENT SITUATION IN ISRAEL "UNAPPEALING."

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7. APPLICATIONS TO US: WHEN CONSOFF POINTED OUT THAT LARGE NUMBER JEWS IN LATVIA AND OTHER AREAS USSR HAVE APPLIED DIRECTLY TO OVIR FOR PERMISSION JOIN FAMILY MEMBERS IN US, THIS EMIGRANT ASKED: "WHY WOULD JEWS DO THAT? THEY (OVIR) ALMOST NEVER GIVE PERMISSION TO US." HE EXPRESSED VIEW THAT SOVIET AUTHORITIES ARE GIVING JEWS EXIT PERMISSION TO ISRAEL

AND GERMANS TO FRG ON "NATIONAL BASIS" AS THIS IS CONSIDERED IN USSR INTEREST. HE SAID ON OTHER HAND THAT IF SOVIETS WERE TO GIVE EXIT PERMISSION TO JEWS SEEKING EMIGRATE TO US, "THEY WOULD HAVE TO LET OUT LATVIANS AS WELL" SINCE LATTER ALSO HAVE RELATIVES IN US.

8. COMMENT: EMIGRANT'S PESSIMISTIC ASSESSMENT OF PROSPECTS US FAMILY REUNIFICATION CASES IN LATVIA APPEARS HIGHLY ACCURATE. OF 46 INDIVIDUALS ON LATVIAN PORTION MOST RECENT USG REPRESENTATION LIST (PRESENTED BY CHARGE TO KUZNETSOV MAY 16 AND BY ASSISTANT SECRETARY STOESSEL TO DOBRYNIN JUNE 8, 1973), OVER CONFIDENTIAL

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HALF APPEAR BY NAME TO BE JEWISH. EXIT PERMISSION HAS BEEN RECEIVED, HOWEVER, BY ONLY FOUR PERSONS, THREE OF WHOM WERE MEMBERS OF JEWISH FAMILY WHICH DROPPED UNSUCCESSFUL APPLICATION TO US, RECEIVED DOCUMENTS FOR ISRAEL, AND CHANGED DIRECTION IN VIENNA. ALTHOUGH MOSCOW AND LENINGRAD CONSOFFS PRESENTED LITHUANIAN AND LATVIAN PORTIONS OF REPRESENTATION LIST DIRECTLY TO VILNIUS AND RIGA OVIR DIRECTORS OCTOBER 10-11 (MOSCOW 12671), ONLY THREE LITHUANIAN CASES ON LIST AND NONE FROM LATVIA HAVE RECEIVED EXIT PERMISSION SINCE THESE CALLS. VILNIUS OVIR DIRECTOR INFORMED CONSOFFS AT THAT TIME THAT SEVERAL JEWISH CASES ON LITHUANIAN PORTION LIST HAD RECEIVED EXIT PERMISSION BY APPLYING FOR ISRAEL. THE LARGE NUMBER JEWISH CASES WITH FAMILY IN US REFUSED EXIT PERMISSION IN THOSE AREAS ARE UNDOUBTEDLY THOSE NOT FORTUNATE ENOUGH TO HAVE ALSO RECEIVED INVITATIONS (VYZOVS) FROM ISRAEL. (ADDITIONAL DATA ON JEWISH EMIGRATION FROM LITHUANIA REPORTED MOSCOW 12672.). DUBS

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